

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY MOSCOW

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E.O. 11652, N/A

TAGS: EAIR, US, UR

SUBJECT: CIVAIR: CURRENT BILATERAL TALKS AND WORLD
AIRWAYS CHARTER PROPOSAL

REF: MOSCOW 13439 AND PREVIOUS

1. SOVIET FIRST SECRETARY MIKHAIL TREPYKHALIN MET WITH
EUR/SOV DEPUTY DIRECTOR EDGAR, SEPT. 22, TO REITERATE
SOVIET DESIRE TO CONVENE BILATERAL CIVAIR NEGOTIATIONS
IMMEDIATELY. TREPYKHALIN PRESSED FOR SPECIFIC DATE FOR
TALKS AND HINTED THAT SOVIETS WOULD BE WILLING TO RE-
CONSIDER WORLD AIRWAYS CHARTER FLIGHT PROPOSAL AFTER
TALKS HAD BEGUN. HE WOULD NOT CLARIFY WHETHER SOVIET
APPROVAL OF WORLD AIRWAYS PROPOSAL WAS CONTINGENT ON
SUBSTANCE OF DISCUSSIONS (INCLUDING U.S. ATTITUDE TOWARD
JUNE 1975 AEROFLOT-PAN AM AGREEMENT) OR MERELY ON
INITIATION OF TALKS. HE STATED THAT SOVIETS ENVISION
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"PACKAGE DEAL" WHICH WOULD INCLUDE MUTUALLY BENEFICIAL
FACETS, INCLUDING CHARTER AGREEMENT. HE WAS CAUTIOUS,
HOWEVER, NOT TO COMMIT HIMSELF AS TO EVENTUAL SOVIET

APPROVAL OF WORLD AIRWAYS CHARTER FLIGHT PROGRAM, NOTING THAT "IN FORMAL LEGAL SENSE (REFERRING TO FACT THAT WORLD WANTS TO INITIATE FLIGHTS AFTER CHARTER AGREEMENT EXPIRES) WE (SOVIETS) ARE RIGHT" IN DENYING WORLD AIRWAYS REQUEST.

2. EDGAR RESPONDED THAT (1) BOTH U.S. AND USSR INTERESTED IN FACILITATING MUTUALLY BENEFICIAL CHARTER FLIGHTS; (2) IT IS UNFORTUNATE THAT SOVIETS HAVE NOT ACTED IN SPIRIT OF COOPERATION OUTLINED CHARTER AGREEMENT VIS-A-VIS WORLD AIRWAYS, AND THAT CAB THUS HAD TO REJECT CERTAIN AEROFLOT CHARTER FLIGHT REQUESTS; (3) SOME INDICATION OF FAVORABLE SOVIET RECONSIDERATION OF WORLD AIRWAYS PROPOSAL WOULD BE STRONG FACTOR IN OBTAINING REVERSAL OF CAB ACTION; AND (4) USG, NOW THAT SUMMER TRAFFIC DATA IS AVAILABLE, IS CURRENTLY MOVING FORWARD QUICKLY WITH A VIEW TO CONDUCTING BILATERAL TALKS IN NEAR FUTURE. AT TREPYKHALIN'S REQUEST, EDGAR SAID HE WOULD ADVISE SOVIET EMBASSY OF DECISION RE DATES FOR NEGOTIATIONS AS WELL AS MFA THROUGH AMEMBASSY MOSCOW.

3. COMMENT. DEPARTMENT AGREES WITH EMBASSY ASSESSMENT THAT SOVIETS REGARD CHARTER AGREEMENT AS INTRINSIC TO BROADER CIVAIR NEGOTIATIONS AND WILL CONTINUE TO USE WORLD AIRWAYS PROPOSAL AS PRESSURE POINT FOR CONVENING OF TALKS. AT SAME TIME, WE BELIEVE CAB ACTION AGAINST AEROFLOT IS VALUABLE COUNTERBALANCE WHICH SHOULD INDICATE TO SOVIETS THAT U.S. IS PREPARED FOR HARD NEGOTIATING EVEN AT RISK OF RETALIATION AGAINST PAN AM AND REMIND USSR OF USG OPPOSITION TO LINKAGE BETWEEN CHARTER AND SCHEDULED SERVICE IN CIVAIR NEGOTIATIONS. DEPARTMENT ALSO AWARE DOUBLE-EDGED-SWORD NATURE OF CAB REJECTION OF AEROFLOT REQUESTS AND IS ACTIVELY FORMULATING STRATEGY FOR CONDUCTING BILATERAL TALKS. INGERSOLL

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